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T/I/M-7
11 December 1964

UNITED STATES INTELLIGENCE BOARD

COMMITTEE ON DOCUMENTATION

TASK TEAM I - CONTENT CONTROL

Minutes of the Seventh Meeting, 17 November 1964

Members or Their Representatives Present

25X1

NSA

CIA
DIA
STATE
CSS

Others Present

25X1

1. This meeting was held at the Department of State, the fourth in a series of briefings by USIB agencies to help the Content Control Team develop a common frame of reference for their task. Mr. Robert Whipp in his capacity as host opened the meeting and set the stage for his and ensuing briefings by Mr. Earl K. Newton, Office of Communications and Mr. Neil C. McManus, Operations Center. Mr. Whipp indicated that a briefing on the Bureau of Intelligence and Research could be scheduled at a future date.

2. Highlights of Mr. Whipp's briefing and briefings by Mr. Newton and Mr. McManus are attached.

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3. The next team meeting will be held at 1300, Wednesday, 2 December at NSA Headquarters.

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Secretary

Highlights of Briefings by Mr. Robert Whipp,

Mr. Earl K. Newton, and Mr. Neil C. McManus

1. Mr. Robert Whipp identified four areas of interest to the task team:

    a. Operations Center
    b. Office of Communications
    c. Division of Records Management
    d. Bureau of Intelligence and Research

The first three all receive the information they process and disseminate from the overseas posts in the form of airgrams and telegrams. They determine dissemination based on internal and external customer requirements and on content analysis.

2. Mr. Whipp then described State's Official File System which has been in effect in the Department since February 1963 and in the field since January 1964. Prior to those dates, it had been determined that over 50% of the Foreign Service officers contacted were performing content analysis and many of them also doing the filing. Other study and analysis in State indicated that there were 570 different systems of identifying what is in a document. An additional 106 ways were categorized as no system.

3. In 1910, information in the Department of State was categorized under seven major subject classes, e.g., claims, commerce, protection of interests, etc. At present, there are 55 classes or primary subjects which are organized into seven related groups which parallel major areas of interest in State Department:

    a. Administration
    b. Consular
    c. Culture and Information
    d. Economic
    e. Political and Defense
    f. Science
    g. Social

4. Each group is divided into primary subjects which may be further subdivided, elg., Political and Defense contains four primary subjects, i.e., Communism (CSM), Defense (DEF), Intelligence (INT), and Political Affairs and Relations (POL). Intelligence (INT) has 10 subclasses of which one-Estimates and Reports (INT2) is further subdivided into Intelligence Notes and Summaries (INT2-1), National Intelligence Estimates (INT2-2), and National Intelligence Surveys (INT2-3).

5. As indicated above a mnemonic code is used to represent primary subject classes. Color coding of the major groups is also available to

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enhance access to information in file. Along with each class and sub-class is a narrative statement designed to indicate precisely what is included in the class. The first five subclasses of almost all primary subjects are the same (parallel numbering):

1. General Policy and Planning
2. General Reports and Statistics
3. Organizations and Conferences
4. Agreements
5. Laws and Regulations

6. In using the Official File System, offices are encouraged to begin simply, consistent with demonstrated need. Some offices may find that the primary subjects alone will meet their filing needs; other offices may require additional breakdowns of primary subjects provided. If breakdown required is beyond the tertiary level provided, a request is levied on RM for review and approval. "Under no circumstances may an office add new numbers to the file outline in the handbook" without approval by RM.

7. The Official File System has several special features. It is flexible in that it provides alternative ways for arranging material by subject or area/country. Special treatment is afforded international organizations and conferences as well as industries and commodities. In addition, there are instructions preceding each file outline describing alternative methods of arrangement. Finally under this system, written reproducible communications are preclassified by RM. This practice relieves hundreds of recipients of the workload of determining proper file designations and at the same time insures a high degree of uniformity in filing.

8. In determining the codes to be applied to Airgrams, analysts read the documents in their entirety. Subject titles are used only as guides. A copy on outgoing Departmental Airgrams with its code assigned by RM is sent back to the originator, but incoming Airgrams preclassified by RM are not sent back to overseas posts as a general rule.

9. Airgrams are handled either on a priority or a regular basis. From the posts, Airgrams are received in the Pouch Section of the Office of Communications. They are sent from there by conveyor belt to RM. In RM, the Airgrams are sorted on the basis of being classified or unclassi-fied, they are time-stamped, and a blue ticket is attached which is stamped with the appropriate classification. If the airgram is to be treated on a priority basis a pink ticker instead of a blue ticket is attached. The Airgram number is entered in a log maintained for each post. At present this is done prior to sending the Airgrams to the dissemination analysts. There are 16 dissemination analysts, some of whom are college graduates; some with masters degrees. They are considered to

be in training for about a year after they report for duty. At one time, analysts specialized by geographic area; however, at present there is no specialization with each analyst handling all categories of airgrams.

10. RM disseminates to 70-75 internal primary distribution points. This includes both action and info copies. In addition, RM disseminates to 55-60 external customers, usually one point per agency (2 points for the White House).

11. The dissemination analyst must determine the action and information offices and so indicate on the Airgram itself. Fifteen such offices are preprinted on the Airgram form with space for others to be entered by the analyst. External distribution, along with the number of copies required, is also indicated by the analyst. The analyst must examine source identification (where and how acquired) and then determine distribution limitations even though such limitation may not be indicated. Airgrams are also used as a source for "name carding". An extra copy for each name appearing in the airgram and checked by the analyst must be produced for this process. At present the name card file contains 3,600,000 names, including installations and organizations as well as personal names. On occasion, requesting offices are asked to evaluate airgrams. This is indicated by an asterisk in the dissemination box to the left of the routing symbol.

12. Reproduction of Airgrams is done on Copyflow machines. After a master is made, the original is sent to the action office and then copies run off for distribution.

13. During the period January-October, approximately 10,000 Airgrams were produced by the posts each month. On the average, each dissemination analyst processed 43 airgrams per day. Priority Airgrams are in and out of dissemination analysis on an average of one hour fifty-seven minutes. Regular airgrams average 4 hours 55 minutes. Reproduction of priority airgrams takes an average of 19 hours 57 minutes. Regular Airgrams are in reproduction 24 hours 15 minutes average. 25X1

Approximately 35% of the reproduced copies are in the hands of internal info addressees on the same day that the action officer receives the original, 60% on the following day and the balance on the third day.

14. In a sampling of some 2000 airgrams, the Department of State found the following:

a. 676 had enclosures,
b. State was action on 1570 of the airgrams and Commerce was action on 351,
c. 132,720 copies were made of these 2000 airgrams to fill customer requirements for an average of 66 copies per airgram,
d. 50,215 copies were made for internal State distribution, 82,505 for external agency distribution, including approximately 16,000 copies for CIA and 14,300 for Defense activities, and
e. These airgrams averaged 3 pages in length.

15. State indicates reporting requirements in the form of program documents, one of which is the Current Economic Reporting Program (CERP). These also reflect requirements placed on State by other agencies.

16. A question arose concerning whether the subject codes might not be placed on Airgrams by the posts. Mr. Whipp indicated that this might be attempted after the present system has been in effect longer and posts have gained more experience with it.

17. The question of a multi-subject report was raised and how it would be coded. Mr. Whipp used the Joint Weeka as an example. These are treated as an item and no attempt is made to subject code them in the same manner as on Airgrams. In other cases, the recipient might identify other subjects of interest and cross reference the pertinent Airgram in his file.

18. The question was raised as to how many of the subject classes were actually being used. Mr. Whipp indicated that a few breakdowns had been eliminated so far because of marginal utility and that RM was receiving requests for additional breakdowns and some numbers had thus been added. In general, it was felt that there were few null classes extant at this time.

19. It was noted that his was a strictly manual system at present. However, numerous characteristics might lend themselves to machine processing.

Briefing on Operations Center by Mr. McManus

1. The Operations Centers deals especially with those messages and telegrams which have precedence indicators as well as routine messages. The Ops Center is more of a consumer than distributor. The mission is to make sense out of the flow of information, organize it so that the principals can make decisions, and follow up on decisions made This requires that many reports be summarized and abbreviated. It is not uncommon to reduce a multi-page report to a 3/4 page summary.

2. The Executive Secretariat consists of three main subdivisions:

    a. Secretariat Staff (S/S-S)
    b. Executive Office (S/S-EX)
    c Operations Center (S/S-O)

3. The Secretariat Staff reviews and screens all forms of communications for the "Principals" (Secretary and Under Secretaries), coordinates and processes breifing materials for meetings, provides support for international conferences, and follows up on decisions by the principals.

4. The Executive Office handles administration and "house keeping" needs of offices immediately surrounding the Secretary. It deals with:

    a. Personnel
    b. Budget
    c. Conducts organization and management studies
    d. Provides for travel, procurement of equipment
and supplies, communication facilities and building services.

5. The Operations Center is made up of 40 people. They constitute:

    a. Watch teams
    b. Military representatives
    c. Writers
    d. Project Staff
    e. Clerical personnel

The Ops Center is charged with crisis management, it prepares special reports and determines distribution of telegrams and airgrams. Close touch is kept with the White House, CIA and NMCC Situation Rooms. They monitor rapid communication facilities (SCAT) which provide advanced t teletype copies of telegrams. Generall 4 copies are immediately sent "up front", one is sent to the desk and one is kept for record purposes. The Ops Center also monitors news tickers, secure telephone circuits and special telegraphic-conference facilities. A secure, written conference capability exists between State and DoD.

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6. On the average, about [   ] processed in the Ops   25X1
Center each day by editor/writers. These editors draft and edit articles
for summaries and publications. They screen telegrams and Airgrams for
the Principals. They determine total distribution of LIMDIS (limited
distribution) messages and, during non-working hours, EXDIS (exclusive
distribution) and NODIS (no distribution) example: single copy for the
Secretary.

7. The Ops Center publishes:

a. Daily Top Secret Staff Summary, a morning summary
of significant telegraphic take (80 copies). Distributed to
top echelon in State, DoD, USIA, Peace Corps, White House,
CIA and others.

b. Telegraphic Summary (daily each evening) sent
overseas to all principal officers for background information.
Distributed widely in Washington, e.g., DoD, CIA, USIA, Peace
Corps, Interior, Commerce, OEP, BOB, etc. (100 copies).

c. Current Foreign Relations Pamphlet (weekly - 500
copies) containing information on foreign policy.
Distribution: generally wide as in b, but in larger number
of copies, also overseas.

d. Ad hoc publications, e.g., special summaries for
the Secretary when he is out of the country or Washington, D. C.

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The highlights of the briefing by Mr. Newton will follow.

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Group I
Excluded from automatic
downgrading and
declassification.